

Report to CABINET

Approval of Draft Beal Valley and Broadbent Moss Masterplan and Spatial Design Code Supplementary Planning Document for Consultation

Portfolio Holder: Cllr Elaine Taylor, Deputy Leader and Cabinet Member for Neighbourhoods

Officer Contact: Emma Barton, Deputy Chief Executive (Place)

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23rd February 2026

Reason for Decision

To approve the draft Beal Valley and Broadbent Moss Masterplan and Spatial Design Code Supplementary Planning Document (SPD) (Appendix 1) and supporting documents (Appendix 2 and 3) for a public consultation commencing no earlier than 25th February 2026. This will enable stakeholders to have the opportunity to provide comments on the draft Beal Valley and Broadbent Moss Masterplan and Spatial Design Code SPD before it is finalised and formally adopted.

Executive Summary

The Places for Everyone (PfE) Joint Development Plan Document (DPD), is a strategic plan that covers nine of the ten Greater Manchester districts - Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan. The Plan took effect and became part of the statutory development plan for each of the nine PfE authorities on 21 March 2024.

PfE sets out the strategic framework for the Oldham Local Plan and allocates sites for employment and housing to meet our growth needs – in Oldham this includes JPA10 Beal Valley and JPA12 Broadbent Moss.

Policies JPA10 and JPA12 identify a range of criteria that development on Beal Valley and Broadbent Moss will need to address. In both cases this includes a requirement for development to be *'in accordance with a comprehensive masterplan and design code as agreed by the local planning authority. This will include the need for an infrastructure phasing and delivery strategy'*.

To address the criterion above, in collaboration with the Council the leading Developer Consortium has prepared a masterplan and design code covering both the Beal Valley and Broadbent Moss allocations.

Following agreement of the Motion *'Ensuring Statutory and Enforceability for Places for Everyone Masterplans'* on 10 December 2025, a report was taken to Cabinet on 15 December 2026 at which Cabinet's approved recommendations were to:

- 1. 'Endorse the Beal Valley and Broadbent Moss Masterplan and Spatial Design Code and, in accordance with the Motion agreed at the Council meeting on 10th December, authorise officers to prepare a Supplementary Planning Document incorporating this Masterplan and Spatial Design Code;*
- 2. Note the timetable for the preparation of the SPD included in this addendum report; and*
- 3. Note that the report will be considered by the Place, Economic Growth and Environment Scrutiny Board at the appropriate time in the new year, and should therefore be exempt from call-in, under Rule 14 of the Overview and Scrutiny Procedure Rules in the Constitution, and the Executive Director Place (Deputy Chief Executive) in consultation with the Cabinet Member for Neighbourhoods be given delegated authority to respond to any feedback from Scrutiny as the Masterplan is taken forward to become a Supplementary Planning Document.'*

In line with the approved recommendation the Masterplan and Spatial Design Code is now being prepared as a SPD that will be subject to public consultation from 25 February to 11.59pm on 27 March. Following the consultation and consideration of any comments received and any further work that may be needed, the final SPD will be brought back to Cabinet seeking formal approval to adopt and publish the SPD.

Once approved and adopted the SPD will go on to inform future planning applications relating to JPA10 and JPA12 and will be a material consideration in their determination.

Recommendation:

Cabinet is recommended to:

- i. To approve the draft Beal Valley and Broadbent Moss Masterplan and Spatial Design Code Supplementary Planning Document (SPD) (Appendix 1) and supporting documents (Appendix 2 and 3), as the basis for a public consultation commencing no earlier than 25th February 2026.
- ii. Note that the proposed Masterplan and Spatial Design Code was considered by the Place, Economic Growth and Environment Scrutiny Board on 22 January 2026, and endorsed to be taken forward for public consultation as an SPD, and therefore is exempt from call-in, under Rule 14 of the Overview and Scrutiny Procedure Rules in the Constitution.

Approval of Draft Beal Valley and Broadbent Moss Masterplan and Spatial Design Code Supplementary Planning Document for Consultation

1 Background

- 1.1 The Places for Everyone (PfE) Joint Development Plan Document (DPD), is a strategic plan that covers nine of the ten Greater Manchester districts - Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan. The Plan took effect and became part of the statutory development plan for each of the nine PfE authorities on 21 March 2024.
- 1.2 PfE sets out the strategic framework for the Oldham Local Plan and allocates sites for employment and housing – in Oldham this includes JPA10 Beal Valley and JPA12 Broadbent Moss.
- 1.4 Policies JPA10 and JPA12 identify a range of criteria that development on Beal Valley and Broadbent Moss will need to address. In both cases this includes a requirement for development to be *'in accordance with a comprehensive masterplan and design code as agreed by the local planning authority. This will include the need for an infrastructure phasing and delivery strategy in accordance with JP-D1'*.
- 1.5 Policy JP-D1 relates to Infrastructure Implementation and it states that through local plans, other local planning documents and development management decisions we will *'require applicants to prepare an infrastructure phasing and delivery strategy to be agreed by the local planning authority for sites where build out will be delivered by different developers or in phases. This strategy must outline what needs to be provided by when and who will fund and deliver it'*.
- 1.6 To address the requirements of JPA10, JPA12 and JP-D1, the leading Developer Consortium has prepared a masterplan and design code covering both the Beal Valley and Broadbent Moss allocations. Following agreement of the Motion 'Ensuring Statutory and Enforceability for Places for Everyone Masterplans' on 10 December 2025, a report was taken to Cabinet on 15 December 2026¹ at which Cabinet's approved recommendations were to:
 - a) *'Endorse the Beal Valley and Broadbent Moss Masterplan and Spatial Design Code and, in accordance with the Motion agreed at the Council meeting on 10th December, authorise officers to prepare a Supplementary Planning Document incorporating this Masterplan and Spatial Design Code;*
 - b) *Note the timetable for the preparation of the SPD included in this addendum report; and*

¹ The 15 December 2026 Cabinet Report on the Beal Valley and Broadbent Moss Masterplan and Spatial Design Code can be found at <https://committees.oldham.gov.uk/ieListDocuments.aspx?CId=144&MIId=9617&Ver=4>

c) *Note that the report will be considered by the Place, Economic Growth and Environment Scrutiny Board at the appropriate time in the new year, and should therefore be exempt from call-in, under Rule 14 of the Overview and Scrutiny Procedure Rules in the Constitution, and the Executive Director Place (Deputy Chief Executive) in consultation with the Cabinet Member for Neighbourhoods be given delegated authority to respond to any feedback from Scrutiny as the Masterplan is taken forward to become a Supplementary Planning Document.'*

1.7 In line with the approved recommendation the Masterplan and Spatial Design Code is now being prepared as a SPD.

2 Current Position

2.1 The land within JPA10 and JPA12 is owned or controlled by several developers and landowners. A consortium of main landowners / developers comprising Casey, Barratt Redrow, Kellen Homes and Wain Homes have, in collaboration with the Council, prepared a draft masterplan and spatial design code for the allocations to address the policy requirements of JPA10, JPA12 and JP-D1. In line with the approved recommendation set out at paragraph 1.6a) above the masterplan and spatial design code is now being prepared as a SPD.

2.2 Supplementary planning documents (SPDs) build upon and provide more detailed advice or guidance on policies in an adopted local plan (in this case PfE). SPDs are a material consideration, however they are not part of the development plan and they cannot introduce new planning policies. Regulations 11 to 16 of the Town and Country Planning (Local Planning) (England) Regulations 2012 set out the requirements for producing SPDs. These regulations include a requirement to consult for period a period of at least 4 weeks prior to the formal adoption of a SPD. When preparing a SPD there is also a requirement to complete a Habitat Regulation Assessment Determination Statement and a Strategic Environmental Assessment (SEA) Screening Determination Statement. Further information on these can be found in paragraph 2.9.

2.3 The draft Beal Valley and Broadbent Moss Masterplan and Spatial Design Code SPD sets out aims and objectives for the holistic and integrated development of Beal Valley and Broadbent Moss. Preparation of the SPD has been a collaboration between the consortium and Council, with input from Transport for Greater Manchester (TfGM), the Environment Agency, Homes England & the Greater Manchester Combined Authority (GMCA).

2.4 The draft SPD has been prepared having regard to the challenges and constraints of each site, including the steep topography, current vehicular movement, access to public transport, mine shaft locations, ecological habitats, flooding and water catchments, and existing landscape features and character. In doing so, it is considered that the SPD is responsive and unique to Beal Valley and Broadbent Moss.

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- 2.5 The draft SPD indicates capacity for around 1,700 new homes. This is slightly less than the collective capacity of 1,930 homes for JPA10 and JPA12 set out in PfE. This has been informed by the desire to retain and enhance more green space and biodiversity. However, the Council will continue to seek the effective and efficient use of the development parcels across both allocations, through applying the density requirements of PfE policy JP- H3: Density where appropriate.

Vision

- 2.6 The draft Beal Valley and Broadbent Moss Masterplan and Spatial Design Code SPD has been prepared around the vision set out below and underpinned by the development principles illustrated in Figure 1.

'The Beal Valley and Broadbent Moss new urban fringe shall create new gateways into Oldham from Rochdale, the Pennines and the Peak District.

These interconnected new neighbourhoods or neighbourhood extensions shall provide high quality homes and living environments for families, couples and individuals in which to live and interact. Each neighbourhood will have its own identity which will be focused around a strong and vibrant public realm and green space network. Opportunities to interact with and discover nature will be key to the design of the green and blue spaces, bringing nature and wildlife into the heart of each neighbourhood.

In turn the neighbourhoods shall connect to a new Metrolink Stop and Travel Hub/Park and Ride facility and bus stops providing good connectivity to jobs and educational opportunities in wider Oldham and Greater Manchester.

The new neighbourhood extensions to the west of the Metrolink will merge and integrate with the existing neighbourhoods and their local facilities, adding vibrancy and vital footfall to them ensuring their long term viability and prosperity.

The new development to the east, whilst having connections to surrounding areas, will naturally have a degree of separation because of the topographical features separating it from the surrounding neighbourhoods.

Central to both will be the proposed new Metrolink Stop and Travel Hub/Park and Ride facility at Cop Road which will be closely associated to a 'hub' of commercial and community facilities positioned in the most sustainable location to serve new and existing residents. The ethos will be to ensure that this will be at the 'heart' of this new neighbourhood and within a 15 to 20 minute walk of all homes on the two sites.

The communities shall be designed in such a way to be outward facing and welcoming to adjoining neighbourhoods, providing clear and direct pedestrian and cycle access into this new urban fringes' facilities and green spaces and out into the surrounding countryside.

Each neighbourhood shall be orientated to maximise views out to the wider landscape and benefit from passive solar gain, with opportunities where

appropriate for residents to grow their own fruit and vegetables within their gardens, community allotments and orchards.

Sustainability & biodiversity shall be cross-cutting themes within all aspects of day-to-day life in the neighbourhoods and will be integrated into the physical fabric of the place, being a key element in developing the unique sense of place for the area.

These new neighbourhoods shall create homes for both people and nature, living side by side in a shared environment.'

Figure 1: Draft Beal Valley and Broadbent Moss Masterplan and Spatial Design Code SPD Development Principles



Spatial Design Code

2.7 The spatial design code component of the draft SPD is split into the following elements:

- **Nature, Green and Blue Infrastructure** – incorporating a strong green infrastructure network that is integral to the masterplan and which not only retains and enhances existing natural features such as trees, hedgerows, grasslands, watercourses and ponds but also introduces new features, such as flood alleviation measures and sustainable drainage. Figure 5.2 of the draft SPD illustrates the proposed green and blue infrastructure network.

Through the allocations there is also a potential opportunity to create a Biodiversity Net Gain Habitat Bank, not only for the development itself but also the wider area, and to deliver opportunities identified in the Greater Manchester Local Nature Recovery Strategy.

- **Movement and Public Realm** - promotes the use of public transport, walking, wheeling and cycling through a pleasant and green setting whilst accommodating motor vehicles. As illustrated through Figure 6.1 of the draft SPD, it promotes a street and space hierarchy that begins with the link road that runs through the site from Ripponden Road, through Broadbent Moss to the proposed Metrolink stop and Park & Ride facility south of Cop Road, and onto Oldham Road through Beal Valley. Connected to this link road are then a series of routes at various scale depending on their location and purpose.
- **Built Form** – the draft SPD promotes development that is governed by the character areas, uses and retained site features, using the landscape, public realm, density of development, building types and forms to create the sense of place. Density across the allocations radiates out from higher densities near to the local centre and Metrolink stop and lower density on the fringes of the development, as illustrated in Figure 7.3 of the draft Masterplan and Spatial Design Code SPD. Within this section, principles are also set out for space standards, accessibility, residential amenity, resource and energy conservation, housing mix and design principles.

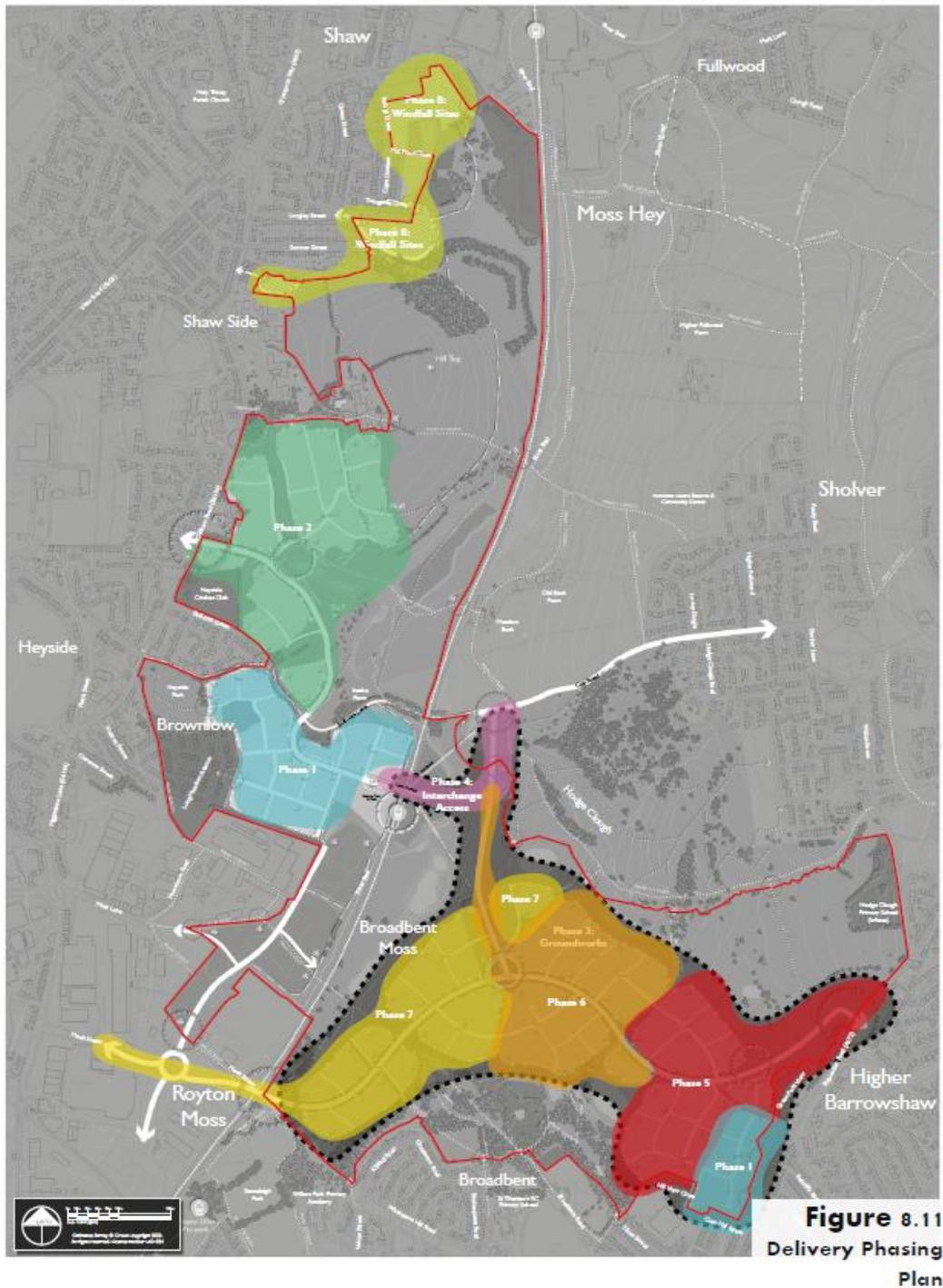
In terms of housing mix, the draft SPD sets out that:

- this has been informed by local housing needs and includes 1 to 5 bed family homes.
- affordable housing provision shall be provided for in accordance with the Local Plan policy requirements, subject to viability, and pepper-potted throughout the site, being tenure blind drawing on the same materials palette and house types as the rest of the residential areas.

Infrastructure phasing, delivery and management

- 2.8 As illustrated in Figure 2 below, development across Beal Valley and Broadbent Moss has been phased in such a way that the early phases will open up a site for the new Metrolink Stop within a few years of development commencing, which in turn will enable additional infrastructure to be developed. By phase 6 the road infrastructure will be in place to enable the local centre to be developed, supported by footfall from the new community and users of the Metrolink Stop, to ensure its vibrancy and viability.

Figure 2: Beal Valley and Broadbent Moss Delivery Phasing Plan



Masterplan

2.9 The culminating masterplan, shown in Figure 3 below, reflects the spatial design code and design parameters set out above.

Figure 3: Beal Valley and Broadbent Moss Parameters Masterplan

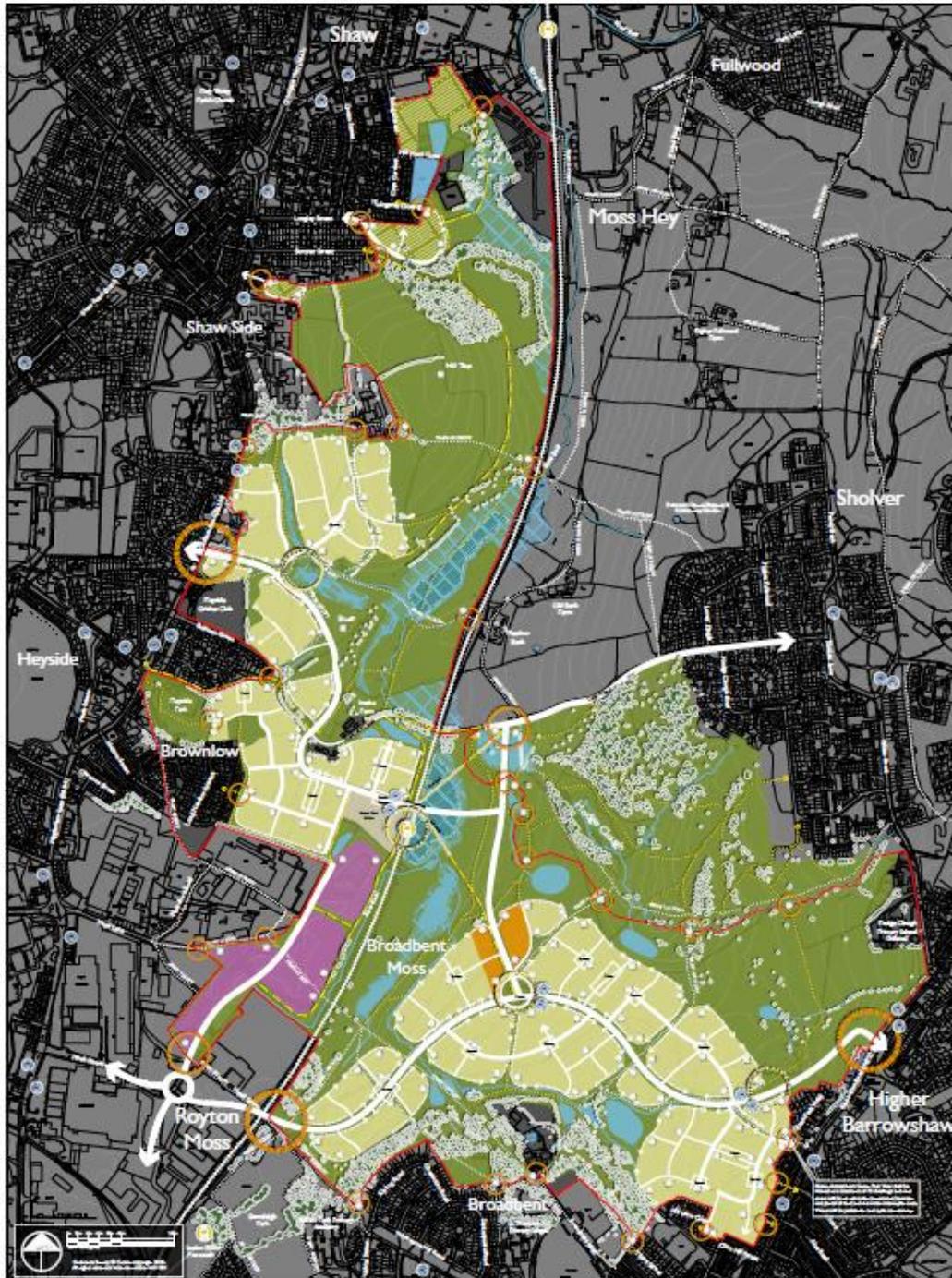


Figure 8.12
Parameters
Masterplan

Preparation of the SPD

- 2.10 As previously stated the draft Beal Valley and Broadbent Moss Masterplan and Spatial Design Code SPD is being prepared in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012. The Regulations set out that a draft SPD must be screened to determine whether a Strategic Environmental Assessment (SEA) and / or Habitat Regulation Assessment (HRA) is required. The outcomes of the screening opinions for the SEA and HRA are included as Appendix 2 and 3 to this report.
- 2.11 The outcomes of the screening opinion must be published alongside the draft SPD, and made available for public inspection for a minimum of four weeks at a Council's principal office and at other places within its area as the local planning authority consider appropriate, during normal office hours. The draft SPD must also be made available as an online copy.
- 2.12 The SPD will be prepared in accordance with these Regulations and the Council's Statement of Community Involvement (SCI). Relevant material will be made available for inspection on the Council's website. The documentation will also be made available for inspection at public libraries within Oldham and at the Council's Customer Service Centre in Spindles Shopping Centre.
- 2.13 Letters/emails will also be sent to stakeholders on Oldham Council's Local Plan mailing list. A public notice will be published and a press release issued. Other forms of communication such as use of social media platforms may also be utilised.
- 2.14 Following consultation, the Beal Valley and Broadbent Moss Masterplan and Spatial Design Code SPD will be amended as appropriate before being brought back to Members to seek formal approval for its formal adoption.

3 Options/Alternatives

- 3.1 *Option 1 – to approve the draft Beal Valley and Broadbent Moss Masterplan and Spatial Design Code SPD and supporting documents, for a public consultation commencing no earlier than 25th February 2026.*

Advantages – Approving the draft Masterplan and Spatial Design Code SPD for public consultation will enable stakeholders to have the opportunity to provide comments on the draft SPD before it is formally adopted and meet the recommendations of the 15 December 2025 Cabinet report.

Disadvantages – There are no disadvantages to this option.

- 3.2 *Option 2 - to not approve the draft Beal Valley and Broadbent Moss Masterplan and Spatial Design Code SPD and supporting documents, for a public consultation.*

Advantages – There are no advantages to this option.

Disadvantages – This would prevent stakeholders commenting on the draft SPD and would not address the recommendations of the 15 December 2025 Cabinet report.

4 Preferred Option

- 4.1 The preferred option is to approve the draft Beal Valley and Broadbent Moss Masterplan and Spatial Design Code SPD and supporting documents, for public consultation, enabling stakeholders to have the opportunity to provide comments on the draft SPD before it is formally adopted and meet the recommendations of the 15 December 2025 Cabinet report.

5 Consultation

- 5.1 The report is seeking approval for public consultation on the draft Beal Valley and Broadbent Moss Masterplan and Spatial Design Code SPD and supporting documents.
- 5.2 Prior to the masterplan and spatial design code being taken forward as a SPD public consultation was also carried out on the document by the developer consortium during summer 2025.
- 5.2 The consortium published details of the consultation via a newsletter drop, promotion in the local press and social media advertising. Interested parties were able to provide feedback via an online social media survey, project website, telephone, e-mail and in person at three public exhibitions held at venues in Higginshaw, Shaw and Heyside.
- 5.3 A summary of the key issues raised and changes that have been made following the consultation can be found in Appendix 2 to the 15 December Cabinet Report.

6 Financial Implications

- 6.1 The financial implications are minimal and relate to consultation, including the printing of hard copies of the SPD for libraries and the Customer Service Centre, and the publication of a public notice. As the SPD is a full colour document, these costs are estimated at approximately £2,000 and will be met from existing budgets within Strategic Planning.

(Mohammed Hussain)

7 Legal Implications

- 7.1 An SPD is defined in Regulation 2 of the Town and Country Planning (Local Planning) (England) Regulations 2012 as a local development document which is not a local plan. A local plan is prescribed by the Regulations as a development plan document. Thus, an SPD falls outside the category of town and country

planning and development control documents which cannot be approved by a local authority's executive, namely local development documents which are development plan documents.

- 7.2 Under the Council's scheme of delegation for the local development framework, approval of the draft SPD for public consultation lies with the Cabinet. It is a requirement of the Town and Country Planning (Local Planning) (England) Regulations 2012 that the Council must consult the public on the draft SPD for not less than 4 weeks.

(A Evans)

8 Procurement Implications

- 8.1 The Commercial Procurement Unit supports the recommendation outlined in the report. There are no procurement implications, the costs are estimated at approximately £2,000 and will be met from existing budgets within Strategic Planning.

(Angela Porter – Senior Category Manager Commercial & Environment)

9. Oldham Equality Impact Assessment, including implications for Children and Young People

- 9.1 The completed Oldham Impact Assessment (OIA) is attached at Appendix 4.
- 9.2 The OIA concludes that it is possible there will be moderately positive impacts over the long term with regards to the age and disability equality characteristics. Whilst there are very likely to be strong positive impacts over the long term with regards to the three corporate priorities of A Great Place to Live, Green and Growing, and Happier Healthier Lives.

10 Key Decision

- 10.1 Yes

11 Key Decision Reference

- 11.1 RBO-01-26

12 Background Papers

Places for Everyone Joint Plan - <https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/strategic-planning/places-for-everyone/pfe-adoption/>

Beal Valley and Broadbent Moss consultation page - <https://bvbm-masterplan.co.uk/>

13 Appendices

Appendix 1 – Draft Beal Valley and Broadbent Moss Masterplan and Spatial Design Code SPD

Appendix 2 – Strategic Environmental Assessment SEA screening statement

Appendix 3 – Habitats Regulations Assessment Screening Statement

Appendix 4 – Oldham Impact Assessment Tool